UNIT 5 PROFESSIONAL ORGANISATIONS AND STATUTORY BODIES

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5.0 OBJECTIVES

This unit seeks to acquaint you with important media-related statutory and professional bodies and organisations in India. After going through the unit, you should be able to:

- describe the composition of the first Press Commission and enumerate its important recommendations,
- explain why we have the Registrar of Newspapers for India and what are the duties of this office,
- identify the objectives of the Press Council and describe its composition and functions,
- describe the composition of the second Press Commission and enumerate its important recommendations,
explain the objectives, composition and functions of the Central Board of Film Certification,

- describe the objectives, composition and functions of the Broadcasting Council, as per Prasar Bharati Act. 1990,
- give reasons for the existence of Audit Bureau of Circulation and explain its functions and utility,
- describe the compositions and functions of various trade and professional associations like Indian Newspaper Society (INS), Indian Language Newspapers Association (ILNA),
- describe the organisation and activities of the Press Institute of India and Indian Institute of Mass Communication,
- identify the various professional organisations related to Advertising and Public relations and explain their objectives and functioning.

5.1 INTRODUCTION

In Unit 4, we discussed the principles of journalism and the role of journalists and emphasised the need for a code of conduct. We also became familiar with the various codes of ethics that have been formed from time to time.

In this unit, with which Block 5 as well as Course 1 concludes, we shall talk about the various Professional and Statutory bodies related to mass media.

Mass media have been recognised as powerful instruments to mould public opinion. Therefore, various interests have tried to control them. The clash of interests always leads to tremendous pressure on the media and the mediamen. Besides the possibility of government pressure on media, often there is a clash of interest between media owners and media practitioners, advertisers and public relations men. Interests of media consumers may also clash with the interest of media owners and practitioners. This has led to the establishment of some statutory bodies and formation of several associations and councils to regulate, study, record and pursue interests of professionals of various categories.

The Indian Press has been reviewed by two Press Commissions which were statutory bodies. Other statutory bodies include the Office of the Registrar of Newspapers for India and the Press Council of India. There is also a Central Board of Film Certification and the Prasar Bharti Act provides for a Broadcasting Council of India. Besides these, there are other professional and trade bodies. We shall describe the objectives, composition and functions of all these statutory and non-statutory bodies in this unit. With this, Course 1 would conclude and in Course 2 we shall deal with the relationship between mass media and society.

Activity 1

You may be aware of one or the other newspaper organisation, a big or small advertising agency or even a firm or association employing 'Public Relation' officers near your place. Visit one such organisation, the work of which, in general, involves communicating with the public through specialised media like newspapers, radio or television. Find out if they have membership in any professional organisation which represents the interests of similar agencies. Also enquire about the benefit(s) obtained from such membership. You might like to record your findings in the table given here.
5.2 THE FIRST PRESS COMMISSION

It was during the debate in Parliament on the Constitution (First Amendment) Bill 1951, that Mr. Jawaharlal Nehru, the then Prime Minister, suggested the appointment of a Press Commission to examine the state of the Press and its content. On May 16, 1952, Dr. Rajendra Prasad, the then President, told Parliament that the Government hoped to appoint a Commission to consider various matters connected with the Press. The appointment of the Commission was announced in a communique issued on September 23, 1952. Mr. Justice G.S. Rajadhyaksha was appointed the Chairman.

Leading organisations of the Press were invited to name their representatives to serve on the Commission. The All-India Newspaper Editors Conference nominated Mr. A.D. Mani. The Indian Federation of Working Journalists was represented by Mr. M.Chalapathi Rao and Mr. A.R. Bhat joined the Commission for the Indian Language Newspapers Association. Other members were: Dr. C.P. Ramaswami Aiyar, Acharya Narendra Deva, Dr. Zakir Husain, Dr. V.K.R.V. Rao, Mr. P.H. Patwardhan, Mr. T.N. Singh and Mr. Jaipal Singh. Mr. S. Gopalan was appointed the Secretary. The Commission started its work on October 11, 1952 and submitted its report on July 17, 1954. (The report was signed by the Chairman and members on July 14, 1954).

The Press Commission was asked to inquire into the state of the Press in India, its present and future line of development and, in particular, to examine:

i) the control, management and ownership, and financial structure of newspapers, large and small, the periodical press and news agencies and feature syndicates;

ii) the working of monopolies and chains and their effect on the presentation of accurate news and fair views;

iii) the effect of holding companies, distribution of advertisements and such other forms of external influence as may have a bearing on the development of healthy journalism;

iv) the method of recruitment, training, scales of remuneration, benefits and other conditions of employment of working journalists, settlement of disputes affecting them and factors which influence the establishment and maintenance of high professional standards;

v) the adequacy of newsprint supplies and its distribution among all classes of newspapers and the possibilities of promoting indigenous manufacture of newsprint and printing and composing machinery;

vi) machinery for (a) ensuring high standards of journalism and (b) liaison between Government and the Press; the functioning of press advisory committees and organisations of editors and working journalists etc.
The Commission also decided that their report contain a section on the history and development of journalism in India to serve as “background to the inquiry”. Mr. J. Natarajan, the then editor of The Tribune, Ambala (who had for some time served as a member of the Press Commission) was entrusted with the task of preparing it.

What emerged as the report of the Press Commission was a kind of Bible about the Indian Press. The Commission did a work of lasting value and presented a clear picture of this important means of mass communication. The Commission was predominated by public element in its personnel. Thus, it was an inquiry on behalf of the people into the working of a significant sector of the democratic set-up.

The Commission discussed the principles relating to the Press and the prevailing practices of the time; they considered whether any law required repeal or amendment. The Commission was equipped with powers to take evidence from all sections of the industry and the public. The report of the Press Commission still serves as a guide not only on matters of principle but also on facts.

The Press Commission recommended that the newspaper and periodical industry should be brought within the list of industries under the control of the Union Government. An Act should be passed to regulate the industry and should among other things, provide for the following: (i) appointment of Press Registrars both at the Centre and in the States; (ii) collection of statistics of the newspaper industry; (iii) fixing by the Government from time to time of a price-page schedule; (iv) definition and punishment of the practices which are unfair or restrictive; (v) laying down the manner in which the accounts of different enterprises should be maintained by a proprietor controlling more than one newspaper or publishing them from more than one centre; (vi) making the issue and publication of fraudulent advertisement punishable; (vii) making the new Industrial Relations legislation applicable to newspaper employees; (viii) prescribing the method of assessment and distribution of profits from the industry, including the payment of bonus to the employees; (ix) prescribing the terms of employment, including the notice period, minimum wage, leave, provident fund, gratuity etc.; (x) making it compulsory for newspapers to publish periodically a statement of ownership and control in the form prescribed; (xi) making provision for the Provident Fund Act to be applicable to the employees.
The Commission suggested new enactments for:

(i) establishing a Press Council;
(ii) bringing into existence a State Trading Corporation for dealing in newsprint and for furnishing finances for the operation of the Press Council; (iii) establishing a Public Corporation to take over the Press Trust of India; and (iv) defining the powers, privileges and immunities of legislatures. Amending legislation would also be necessary in the case of: (i) the Press and Registration of Books Act; (ii) the Drugs and Magic Remedies (Objectionable Advertisements) Act; (iii) the Post Offices Act; (iv) the Indian Penal Code (repeat of Section 124 A, addition of a new Section 121 B, amendment of Sections 153 A, 295 A and 499); (v) the Criminal Procedure Code (amendment of Sections 99A, 198 and 202); (vi) the Sea Customs Act and (vii) the Indian Telegraph Act.

With regard to the Press (Objectionable Matter) Act, four of the members said that they would like the Act to lapse after February 1956. The rest of the members also recognised the essentially temporary nature of the Act and wanted the continuance of the Act after February 1956 dependent on (i) the performance of the Press during the next two years and (ii) efficacy of the Press Council in exercising a restraining influence on the errant section of the Press. The Government allowed the Act to lapse after February 1956.

On "Freedom of the Press" the Commission said: "We think that the expression should be understood as meaning freedom to hold opinions, to receive and to impart information through the printed word, without any interference from any public authority. In a society where the rights of the individuals have to be harmonised with their duties towards society, all fundamental rights and their free play must be subject to restrictions. But the concept of freedom with responsibility should not be pushed to a point where the emphasis on responsibility becomes in effect the negation of freedom itself".

"The provisions contained in Articles 19(2) of the Constitution are merely enabling provisions, and the ultimate sanction behind any legislation must be the will of the people. The Constitution merely lays down that certain fundamental principles may not be disregarded in attempting to harmonise freedom of expression of an individual with the requirements of the public good. Apart from such safeguards as the Constitution has laid down, there are two other lines of defence against undue encroachment over the fundamental right of freedom of expression. One is the Legislature itself and the other is the High Courts and the Supreme Court. Although the Constitution invests the Legislatures with the power to place restrictions on the freedom of speech and expression for certain purposes, the power would, we trust, be exercised with discrimination and circumspection. If any restrictions are placed by the Legislatures on the fundamental right, we have no doubt that the impartiality and broad and realistic outlook of the High Courts and Supreme Court will ensure that the power is not exercised by the Legislatures in an arbitrary or unreasonable manner. We, therefore, think that there is no case made out for going back to Article 19(2) of the Constitution as it stood before its amendment in 1951".

On this issue, the Commission could not have unanimity. But the differences were within a narrow compass. "With regard to Article 19(2) of the Constitution, the majority recommended that there should be no change in the wordings of the three items that were added by the Constitution (Amendment) Act of 1951; (i) in the interest of public order; (ii) friendly relations with foreign States; (iii) incitement of an offence. The others (four members) accept the necessity of (iii) above. In respect of (i), they would prefer the wording "for the prevention of disorder" to the words "in the interest of public order" which is not a substantial change. With regard to (ii), they would omit the clause altogether while the majority would, however, retain the words a: enabling provision".

Check Your Progress 1

1) Note:
   a) Use the space given below for your answers.
   b) Answer 1 and 2 in about 3 sentences each.
   c) Compare your answers with those given at the end of this unit.

1) List any three provisions which the press was to serve, as detailed by the first Press Commission in its proposed Act to regulate the Press as an industry.
2) State any two aspects of the Indian Press which the first Press Commission examined.

3) State the areas in which new enactments were suggested by the first Press Commission.

II) Note: Match the Following.

<table>
<thead>
<tr>
<th>A</th>
<th>B</th>
</tr>
</thead>
<tbody>
<tr>
<td>1) Chairman of the first Press Commission</td>
<td>M. Chalapathi Rao</td>
</tr>
<tr>
<td>2) Member of the first Press Commission</td>
<td>J. Natarajan</td>
</tr>
<tr>
<td>3) Prepared 'background' write-up for the first Press Commission</td>
<td>G.S. Rajadhyaksha</td>
</tr>
</tbody>
</table>

5.3 REGISTRAR OF NEWSPAPERS FOR INDIA

The Office of the Registrar of Newspapers for India was established in July 1956 on the recommendation of the First Press Commission by amending Press and Registration of Books Act 1867 in 1955.

The functions of the Office of the Registrar of Newspapers for India are two-fold, statutory and non-statutory. The statutory functions include; maintenance of the register containing particulars of all newspapers published in India, keeping district magistrates informed on the availability of titles for newspapers, issuance of registration certificates in respect of newspapers and watching the regularity of newspapers, scrutiny of annual statements sent by publishers of newspapers; and verification and checking of circulation claims of newspapers.

The non-statutory functions are: to work out and authorise newsprint entitlement to individual newspapers, according to the Newsprint Allocation Policy through the State Trading Corporation of India; to advise the State Trading Corporation of India and Newsprint Advisory Committee regarding the quantity of newsprint to be imported; to examine and certify the essentiality of printing, composing and allied machinery required by the newspapers/periodicals and communicate it to the Chief Controller of Imports and Exports for possible import.

Check Your Progress 2

Note:  i) Answer in two or three sentences each.
ii) Compare your answers with those given at the end of this unit.
5.4 PRESS COUNCIL

On the recommendation of the first Press Commission and the National Integration Council, the Press Council Act was passed by Parliament in 1965 and the Press Council of India was set up on July 4, 1966. The Press Council Act was repealed in 1976. Subsequently, a fresh legislation providing for the establishment of a Press Council was enacted by the Press Council Act, 1978. The Act came into force on March 1, 1979 and is continuing in operation.

5.4.1 Composition

Under Section 5 of the Press Council Act, 1978, the Council shall comprise of 28 members, apart from the Chairman who is nominated by a Committee consisting of the Chairman of the Rajya Sabha, the Speaker of the Lok Sabha and a person elected by the members of the Council. As the Press Council exercises certain quasi-judicial functions, it is desirable that the Chairman should be a person with judicial background. So far, all the Chairmen have been judges of the Supreme Court. Of the 28 members, 13 are working journalists, 6 from the management of newspapers, one each from news agencies, University Grants Commission, Bar Council of India and Sahitya Academy and 5 members of Parliament (3 from the Lok Sabha and 2 from the Rajya Sabha)

5.4.2 Powers and Functions

To preserve the freedom of the Press and to maintain and improve the standards of newspapers and news agencies, are the main objectives of the Press Council of India. Section 13 of the Act envisages various functions of the Council for attaining its objectives. The important tasks to the Council are:

i) to build up a code of conduct for newspapers, news agencies, and journalists in accordance with high professional standards;

ii) to help newspapers and news agencies to maintain their independence;

iii) to ensure on the part of newspapers, news agencies and journalists, the maintenance of high standards of public taste and foster a due sense of both the rights and responsibilities of citizenship;

iv) to encourage the growth of a sense of responsibility and public service among all those engaged in the profession of Journalism and also to promote a proper functional relationship among all classes of persons engaged in the production or publication of newspapers or in news agencies;

v) to concern itself with developments such as concentration or other aspects of ownership of newspapers and news agencies which may affect the independence of the Press;
vi) to keep under review cases of assistance received by any newspaper or news agency in India from any foreign source.

The main function of the Council is to hold an enquiry on the receipt of a complaint made to it against a newspaper or a news agency, if it has got reason to believe that any offence against the standards of journalists ethics, or public interest or professional conduct has been committed.

In the process of enquiry, principles of natural justice are strictly followed. For the purpose of holding enquiry, the Council can exercise the same powers as are given to a Civil Court under the Civil Procedure Code in respect of following matters:

a) summoning and enforcing the attendance of persons and examining them on oath;
b) requiring the discovery and inspection of documents;
c) receiving evidence on affidavits;
d) requisitioning any public record or copies thereof from any court or office;
e) issuing commissions for the examination of witnesses or documents; and
f) any other matter which may be prescribed.

Under Section 15(3) of the Act, every enquiry held by the Council shall be a judicial proceeding within the meaning of Section 193 and 228 of IPC. It has power to warn, admonish or censure the newspaper, the news agency, the editor or the journalist, as the case may be. The decision of the Council is final and cannot be questioned in any court of law. The Council is not a court of law. Its verdicts are not judicial pronouncements. It is not empowered to impose any punishment nor can it award damages, etc. It is clear that when a newspaper chooses to be recalcitrant, the Council is helpless. The public rebuke, that the Council administers along with the moral obligation of the offending newspaper to publish the Council's decisions, operate both as a penalty and as a deterrent.

5.4.3 Code of Journalistic Conduct

Section 13(2) (b) of the Act empowers the Council to build up a code of conduct for journalists, news agencies and newspapers in accordance with high professional standards. The Council is required to 'build up' a code and not 'frame' one. "Such a code could be built up case by case over a period of time".

The Council has been functioning for several years now. The Council acts as a buffer between the press and the public. As an adjudicating body, it has heard cases against the conduct of press and against the conduct of the government towards the press.

Check Your Progress 3

Note:

i) Answer the following questions in two sentences each.

ii) Compare your answers with those given at the end of this unit.

1) State 3 tasks of the Press Council.

2) How many members does the Press Council have? How is the Chairman selected?

3) When was the first Press Council constituted?
There was no major enquiry into the working of the Indian press since the first Press Commission, appointed in 1952, reported in 1954. Institutions like the Press Registrar set up by the Government as per the recommendations of the Commission, were working. The Working Journalists Act was passed with the objective of improving the working conditions of journalists. Some laws were amended, some inquiry committees were appointed but many recommendations remained unimplemented.

The Janata Government in 1977 felt that a comprehensive inquiry was needed. The second Press Commission was appointed under Justice P.K. Goswami, with terms of reference about present constitutional guarantees and safeguarding of the freedom of the press, after the experience of the Emergency. Justice Goswami and his colleagues resigned when the Janata Government went out of office in 1979 and when Charan Singh's Government was formed, they were asked to carry on.

Justice Goswami and his colleagues resigned again with the formation of a new Government after the elections of 1980. The Commission was reconstituted with Justice Mathew as Chairman with fresh terms of reference. Of these, the main were the right to privacy and the role of the press and the responsibilities it should assume in developmental policies.

The main thing that emerges from the report of the second Press Commission is that there has been an enormous growth of press since the first Press Commission was appointed and that the problems are the same. The solutions suggested are not basically different.

The Indian press has grown considerably since the first Commission reported. Still it is not adequate for the needs of the people. This is the conclusion that emerges from the report of the second Press Commission, which combined the labours of the Goswami Commission and the Mathew Commission; it was published in 1982.

The recommendations made by the Commission to reform the structure of the press are mainly the establishment of a Newspaper Development Commission to help newspapers financially and in other ways and an autonomous corporation for distribution of Government advertisements fairly and equitably. Such distribution should apply also to private advertising.

Like the first Press Commission, the second Press Commission finds that while the newspaper industry is largely owned by other industries, there is little orderliness in its structure or working. The first Commission felt handicapped by the lack of any authentic source of statistics, and so did the second Commission.

The first Commission wanted that every newspaper, independent or a unit of a chain or group, should be constituted as a separate unit so that its profits and losses were definitely ascertainable and both proprietor and employee knew where they stood. The recommendation was addressed to managements, and the Government agreed with it. But nothing has been done in this regard. The second Press Commission has repeated its recommendation.

The Commission has recommended a measure of delinking and has found it to be constitutionally unobjectionable, after examining Supreme Court decisions, particularly in the Sakal (price-page) and Bennett Coleman (page-limit) cases. Four members of the Commission have written a minute of dissent, differing from the arguments and the recommendation of the majority.

The Commission also recommends price-page schedule and news-to-advertisement ratio, and examines in detail the Supreme Court judgement in the Sakal case and judicial pronouncements in other cases. It is held that even an amendment to the Constitution for this purpose will not destroy or damage the basic structure of the Constitution.

The four members who dissent to delinking, also dissent to this view. These four members also dissent to the Commission’s recommendation for legislation for
interposition of boards of trustees between managements and editors, to begin with, in newspapers with a circulation of more than one lakh copies.

Pre-censorship is to be very rare and much of the Indian Official Secrets Act has to be scrapped and replaced by a Freedom of Information Act. The Commission has recommended amendments to the law of defamation to make it less one-sided and extend the area of fair comment and privilege. Truth and public benefit can be good defence and the right of reply should be normal. The privileges of legislators are to be codified so that they may become justifiable and expunged matter can be published within limits.

The Commission has also suggested changes in several other laws, so that the area of freedom can be enlarged without the present restrictions, written or understood. It has sought to ease pressures on the press.

The right to privacy is a nebulous concept. A beginning to protect it can be made in this country on the lines of similar steps in other countries. The Commission is not for the press being unduly inhibited, but for a balance to be struck by amending the section dealing with the functions of the Press Council. After studying various codes of conduct, the Commission has come to the conclusion that it would not be desirable to draw up a code of conduct for newspapers. As the Press Council has maintained, such a code be built up case by case over a period of time.

5.6 CENTRAL BOARD OF FILM CERTIFICATION

Films can be publicly exhibited in India only after they have been certified by the Central Board of Film Certification (CBFC). The Board, set up under the Cinematograph Act, 1952, consists of a Chairman and a minimum of 12 and a maximum of 25 non-official members, all appointed by the Government. The Board functions with its headquarters at Bombay and six regional offices at Bangalore, Bombay, Calcutta, Hyderabad, Madras and Trivandrum. The regional offices are assisted in the examination of films by Advisory Panels which include eminent educationists, art critics, journalists, social workers, psychologists, etc.
The Board examines films for certification in accordance with the provisions contained in the Cinematograph Act, 1952, Cinematograph (Certification) Rules, 1983 and the guidelines issued by the Central government in this regard. Video films and news magazines also need clearance from this statutory body before being released for viewing in the Indian market.

Film Certification Appellate Tribunal (FCAT), constituted in March 1984, hears appeals against the decision of the Central Board of Film Certification. The headquarters of the Tribunal is at New Delhi.

Check Your Progress 4

Note: i) Fill in the blanks in the following sentences.
   ii) Compare your answers with those given at the end of this unit.

1) The Chairman of the second Press Commission appointed in 1977 was..........................
2) The Chairman of the reconstituted Press Commission of 1980 was..........................
3) The report of the second Press Commission was published in (year)..........................
4) The Central Board of Film Certification was set up in the year..........................
5) The expanded form of FCAT is..........................

5.7 BROADCASTING COUNCIL

The Prasar Bharati Act, 1990 provides for the establishment of a Broadcasting Council. It shall consist of:

i) a President and ten other members to be appointed by the President of India from amongst persons of eminence in public life;

ii) four Members of Parliament, of whom two from the House of People are to be nominated by the Speaker thereof and two from the Council of States are to be nominated by the Chairman thereof.

The President of the Broadcasting Council shall be a whole-time member and every other member shall be a part-time member and the President or the part-time member shall hold office as such, for a term of three years from the date on which he enters upon his office.

The Broadcasting Council may constitute such number of Regional Councils as it may deem necessary to aid or assist the Council in the discharge of its functions.

The President of the Broadcasting Council shall be entitled to such salary and allowances and shall be subject to such conditions of service in respect of leave, pension (if any), provident fund and other matters as may be prescribed, provided that the salary and allowances and the conditions of service shall not be varied to the disadvantage of the President of the Broadcasting Council after appointment.

The other members of the Broadcasting Council and the members of the Regional Councils constituted under sub-section (4) shall be entitled to such allowances as may be prescribed.

The Broadcasting Council shall receive and consider complaints from:

i) any person or group of persons alleging that a certain programme or broadcast or the functioning of the Corporation in specific cases or in general is not in accordance with the objectives for which the Corporation is established;

ii) any person (other than an officer or employee of the Corporation) claiming himself to have been treated unjustly or unfairly in any manner (including discrimination on the grounds of sex, race or colour).
unwarranted invasion of privacy, misrepresentation, distortion or lack of objectivity) in connection with any programme broadcast by the Corporation.

A complaint under sub-section (1) shall be made in such a manner and within such a period as may be specified by regulations.

The Broadcasting Council shall follow such procedure as it thinks fit for the disposal of complaints received by it.

If the complaint is found to be justified either wholly or in part, the Broadcasting Council shall advise the Executive Member to take appropriate action.

If the Executive Member is unable to accept the recommendation of the Broadcasting Council, he shall place such recommendation before the Board for its decision thereon.

If the Board is also unable to accept the recommendation of the Broadcasting Council, it shall record its reasons thereof and inform the Broadcasting Council accordingly.

Notwithstanding anything contained in sub-sections (5) and (6), where the Broadcasting Council deems it appropriate, it may, for reasons to be recorded in writing, require the Corporation to broadcast its recommendations with respect to a complaint in such manner as the Council may deem fit.

Activity 2

If the Prasar Bharati Act were implemented, it would mean the formation of Broadcasting Council. For this activity, you will have to first choose ten persons carefully, who are likely to have read or heard about the Prasar Bharati Act. For your little survey, you might select people working in the media or even students with a working knowledge of media. Then ask them

a) if they perceive the Broadcasting Council as being a suitable alternative to the courts for resolving problems about programme content, be it on private or government-owned radio and television, and

b) if they view the formation of a Broadcasting Council as necessary at all in this age of multi-channel, multi-station programming. Tabulate the views that you have collected in the following table.

1) The number of persons who hold the view that it is especially important that a Broadcasting Council is formed = ................................

2) The number of person who view the existence of Broadcasting Council as being at par with the Courts = ......................

3) Was any other opinion voiced? If so, what was it?

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5.8 AUDIT BUREAU OF CIRCULATIONS LTD. (ABC)

The Audit Bureau of Circulations was registered in 1948 as a non-profit making company with no share capital and limited liability by guarantee. Its affairs are controlled by a Council of Management, half of which retires by rotation and is elected at the Annual General Meeting each year. Equal representation is given on the Council to nominees of publishers on the one hand and advertisers and advertising agencies on the other. The Chairman is elected alternately from each group. The Bureau's object is to certify the net paid circulation of newspapers and periodicals.
5.9 TRADE AND PROFESSIONAL BODIES IN JOURNALISM

There were two main bodies related to media in pre-independence days. Indian and Eastern Newspaper Society and the All India Newspaper Editor's Conference (AINEC). After independence, there has been a mushroom growth of such bodies mainly because of dissensions within leadership, on issues or interests. Only important bodies will be dealt with here.

5.9.1 Indian Newspaper Society (INS)

The INS is a representative body of newspapers and periodicals. It was founded in 1939 as Indian and Eastern Newspaper Society (IENS) to promote and safeguard members' business interests incidental to producing their publications to collect and communicate information on subjects of business interest to members and to hold periodical conferences of members to discuss and determine action on matters affecting the newspaper industry. It grants accreditation to advertising agencies which fulfil certain conditions.

Since 1940, the IENS (which became INS in 1988) is publishing an annual Handbook containing advertisement rates, circulation and other data for all member publications and relevant information about the accredited agencies.

In 1974 it set up a Research and Publications Divisions and started publishing a journalism monthly, Indian Press in March; it died down in early 1980's. However, research pamphlets are published from time to time.

5.9.2 Indian Languages Newspapers Association (ILNA)

To serve special interests of language newspapers, ILNA was originally founded in 1941. This association of proprietors of newspapers and periodicals published in the Indian Languages has been registered under the Societies Act, 1860 and the Bombay Public Trust Act, 1950, in the year 1970.

Any newspaper or periodical published in any of the Indian languages or an organisation or society of newspapers is eligible for membership.

Language Press Bulletin is an official organ of the Association and is published monthly in English.

5.9.3 All India Newspaper Editors Conference (AINEC)

AINEC is an organisation of newspapers and periodicals as represented by their editors. Founded in 1940, it is chiefly concerned with the interests of the editorial section of the newspaper industry.

Any newspaper or periodical published in India qualifies for membership.

Those dissatisfied with the functioning of AINEC formed another organisation called Editors Guild "because the AINEC, though an organisation of editors, is in reality a body representing proprietors". The opponents of Editors Guild call it "an organisation of rightist editors".

5.9.4 Indian Federation of Working Journalists (IFWJ)

The All India Convention of Journalists held in New Delhi in 1950, clinched the issue in favour of journalists forming a trade union, thus laying the foundation for the establishment of the Indian Federation of Working Journalists in October, 1950. Organisations of journalists had existed in Calcutta, Bombay and Madras for a long time before the New Delhi convention. However, given the nature of their profession, there were many among the journalists who strongly believed that journalists should not organise themselves on trade union lines. Their main point was succinctly stated by the first Press Commission in its Report in 1954:

"Journalism is a creative art, proficiency in which is not to be measured by the quantitative output but qualitatively by the intellectual excellence of the material produced."
performance. Such a profession, of essentially brain workers, does not lend itself to be organised as a trade union, without causing grievous harm to the whole conception of the proper outlook of a true journalist”.

The Commission’s own view was that though working journalists should organise themselves on trade union lines, they should keep aloof from any political bodies or movements in the country, as a development of this type would be inconsistent with the objectivity in the matter of reporting or editing which is a pre-requisite for every genuine journalist. It was also of the opinion that keeping in view, the number of people who sincerely believed in keeping out of trade unionism, on the score of the special characteristics of their profession, any attempt at “closed shop” (requirement of membership of the union for employment) would be opposed. The Commission further envisaged the possibility of two kinds of organisations co-existing and observed:

“In England, there is the National Union of Journalists organised as a trade union which claims membership of about 30 per cent of the journalists. But there is also the Institute of Journalists which is not incorporated as a trade union, but whose Salaries and Conditions Board, from which employers are excluded, is empowered, on behalf of the Institute, as a certified trade union, to negotiate and to conclude agreements. Although we ourselves look with favour on journalists organising themselves as a trade union, we do not see why the two kinds of organisations should not exist side by side”.

Hardly had the controversy on the issue of journalists organising themselves as a trade union died down, with the formation of the Indian Federation of Working Journalists, with 22 affiliating state units and a membership of 1,500 in 1953, that the leadership of the Federation became sharply divided on the question of “dual membership”. This related to the members of the I.F.W.J. holding dual membership of the All India Newspapers Editors Conference or of the composite unions of non-journalists and journalists in individual newspaper establishments.

Unions composed of journalists and non-journalists, popularly known as composite unions, were in existence long before the formation of the I.F.W.J. and there were several instances, as recorded by the Press Commission itself, when the composite unions had championed the cause of journalists in industrial adjudication, but failed because industrial tribunals and high courts found that journalists were not covered by the definition of “workmen” under the Industrial Disputes Act, 1947, or the corresponding State Legislation. Since 1950, a large number of such composite unions had come into existence particularly in Delhi such as the Hindustan Times Employees Union, The Times of India and Allied Publications Employees Union, etc.

The argument of the opponents of dual membership was that a composite union would be dominated by non-journalists and since the general trade union movement in the country had political orientation, the result would be that journalists, willy nilly, would come to be used to serve political interests.

As regards membership of the All-India Newspapers Editors Conference, the objection was on the ground that its membership was available only to newspapers and not editors as such, and it was in effect an employers’ organisation whose membership was incompatible with the membership of a trade union like IFWJ.

On the question of membership of the All-India Newspapers Editors conference, there was unanimity and this resulted in the expulsion of Mr. P.R. Mankekar from the Delhi Union of Journalists on his refusal to resign his membership of the All India Newspapers Editors Conference; but the dual membership of composite unions in newspaper establishments roused strong passions in the protagonists and antagonists. The Lucknow conference of the Federation in 1956, where the resolution on dual membership of composite unions was discussed, witnessed raging battles in which chairs were thrown at each other. In this situation, the consideration of the resolution was deferred.

The opposition to dual membership abated soon, when the apprehensions regarding the use of composite unions for political purposes proved to be groundless, and the
obvious advantages of the composite unions, in a struggle against employers, came to be realised. The result was that all those who were in the forefront to oppose dual membership themselves became protagonists of composite unions.

The subsequent developments have only reinforced the need for composite trade unions in the newspaper industry. The Working Journalists Act contemplated the setting-up of a statutory wage board only for journalists employed in the newspaper industry; but when the Central Government was constituting the second Wage Board for Journalists, it had to accede to the demand of the non-journalists for a wage board, though in the first instance it was non-statutory.

The strike which continued for more than two months in the newspaper industry, for the implementation of the recommendations of the Wage Board for non-journalists, affected journalists and non-journalists alike, though the IFWJ had not joined the strike. This was followed by the Government amending the law for constituting statutory Wage Boards for both journalists and non-journalists and since then, common presentations have been made on behalf of journalists and non-journalists before the third and fourth wage boards.

Today the terms of employment of working journalists are taken care of, by the provisions of the Working Journalists Act. Experience has shown that in any struggle against the employers, there can be no success unless all the employees support the struggle. The All-India Newspaper Employees Federation which is the only all India federation of composite and non-composite unions in newspaper establishments, therefore, needs to be broad-based and strengthened in order that it may more effectively discharge this responsibility.

When the Indian Federation of Working Journalists was formed in 1950, it was intended to be an organisation not only for fighting for better working conditions for journalists, but also for safeguarding their professional interests and the freedom of the Press. The objects of the Federation, among other things, were “to promote and maintain the highest standards of professional conduct and integrity; to strive for the freedom of the Press”.

5.9.5 National Union of Journalists (NUJ) (India)

The NUJ was born on January 23, 1972. The resolution announcing the birth of NUJ (India) adopted at the convention said: “This national convention of journalists, recognising the strong feelings expressed by delegates from different States on the need to have an all India organisation of journalists, free from political affiliations of any kind and dedicated to the promotion and safeguarding of professional and economic interests of journalists, resolves to form an all India body called the National Union of Journalists (India).

Founder President of the NUJ, Mr. L. Meenakshisundaram, explained the formation of the new organisation in these ringing words: “The major and the most important reason was that the federation of late had committed itself to a particular political ideology. That was an issue on which there could be no compromise. It cuts at the very root of the professional character of the organisation of working journalists. The last four years witnessed the phenomenon of outside elements, who have practically no stakes in the profession, infiltrating into the journalists movement. Rigged elections with bogus membership lists became the order of the day. A large number of members were either removed from the rolls or expelled without rhyme or reason in utter disregard of the provisions of the constitution. The leadership did not come forward to help all victimised journalists. On the other hand, they went out of the way to sabotage the interests of the aggrieved journalists on the sole ground that they refused to toe the line of the coterie....”

5.9.6 Indian Journalists Union

Bogus membership charges were hurled at each other by the two factions of IFWJ before another split in December, 1990. The new organisation that came up at Ranchi is called Indian Journalists Union. Its Secretary-General, Kalyan Chaudhuri said, “We cleared all obstacles and barriers in the way of our endeavor to renew the tradition created by the forerunners of IFWJ which was tarnished by a group of self
Check Your Progress 5

Note:  
i) Answer the following questions in one or two sentences each.
ii) Compare your answers with those given at the end of this unit.

1) When was the Audit Bureau of Circulation registered and what is its objectives?

2) Name the two professional bodies related to Journalism which existed even before Independence?

3) In which year did IENS change its name and what is it called now?

4) When was ILNA founded and when was it registered?

5) Name the monthly publication of ILNA.

6) Whose interests is the AINEC concerned about?

7) What is meant by the phrase 'composite union'? Give an example.

8) Why is dual membership not welcomed by the IUWI?

9) Mention the year in which the following were established:
   a) NUJ
   b) IJU

5.10 ADVERTISING AND PUBLIC RELATION BODIES

As in journalism, a number of professional bodies are coming up in advertising and public relations. Their number is on the increase. Advertisers were ahead of PR practitioners in organising themselves.

5.10.1 Advertising Agencies Association of India (AAA)

The Advertising Agencies Association of India, a representative body of the advertising agency profession, was established in 1945. Its membership is open to any organisation, firm or a company carrying on the advertising profession and having a permanent office within the territory of India.

The Association introduced in May 1966 an official organ—Promotion—to cover developments pertaining to the advertising industry in India. With a view to promoting healthy competition and a high standard of advertising, the AAA has adopted a code of standards of advertising practice which covers advertising ethics vis-a-vis the customers and the advertisers.
5.10.2 The Indian Society of Advertisers Ltd.

The Society was founded in July 1952 as an organisation of national advertisers in the country to promote, maintain and uphold sound ethical and economic principles of advertising.

The Society periodically organises conferences and seminars on subjects relating to advertising through various media. It publishes surveys and disseminates information useful to members. It maintains a library of books and media material on advertising statistics, relevant Acts, rules and regulations.

The Society awards the ISA—Khusitu Gold Medal to a person or company for making an outstanding contribution in the field of advertising or public relations.

The Executive Council runs the day to day administration through its Managing Committee.

5.10.3 Advertising Council of India

The Advertising Council of India was formed on August 20, 1959, as a voluntary association of advertisers, advertising agents, printers and newspapers. The Council is a synthesis of associations representative of companies bound by the common desire to uphold the cause of advertising and improve its standards and protect the interests of the consumer in particular.

5.10.4 National Council of Advertising Agencies

A representative body of accredited advertising agencies was established in 1967. Its membership is restricted to organisations, firms or companies that are carrying on advertising business in India, and are Indian-owned. It sponsored the First National Advertising Congress held at New Delhi in 1973.

5.10.5 Public Relations Society of India

The Public Relations Society of India was established in 1958 to promote the recognition of public relations as a profession and to formulate and interpret to the public the objectives and the potentialities of public relations as a function of the management. The Society functioned as an informal body till 1966 when it was registered under the Indian Societies Act with its headquarters in Bombay.

The Society has now 13 Chapters namely, Hyderabad, Bangalore, Bombay, Calcutta, Delhi, Ahmedabad, Baroda, Kerala, Madras, Vishakapatnam, Rajasthan, Bhopal and Chandigarh that organise seminars, lectures and conferences on public relations. Under the new constitution adopted in 1969, these Chapters depute representatives to serve on the National Council which guides and co-ordinates the plans and policies of the society.

5.10.6 Indian Council of PR Practitioners

The Indian Council of PR Practitioners was established in 1983 to promote public relations as a profession. Membership is open to all in the PR profession and working in India. It seeks to maintain a code of practice for PR people in the profession. A quarterly Journal, PR-Today is its official organ.

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Check Your Progress 6

Note: i) Answer the following questions in about two sentences each.
ii) Compare your answers with the ones given at the end of this unit.

1) What critical step did the AAAI take to promote a high standard of advertising?

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2) What is the criterion to be fulfilled if the ISA-Khatau Gold Medal has to be won?

3) Name the quarterly journal of the 'Indian Council of PR Practitioners'; and the newsletter of 'AAAI'.

4) Note: Identify the year in which the following bodies were established:
   1) Indian Society of Advertisers Ltd. (a) 1958
   2) Indian Council of PR Practitioners (b) 1959
   3) PR Society of India (c) 1983
   4) National Council of Advertising Agencies (d) 1952
   5) Advertising Council of India (e) 1967

5.11 TRAINING INSTITUTIONS

Besides journalism and communication courses run by various universities, there are several organisations that impart training in journalism and mass communication, differing widely in quality and duration. For example, Bhartiya Vidya Bhavan's journalism and related courses at its different centres are mostly part-time evening courses. The Press Institute of India and the Indian Institute of Mass Communication deserve special mention.

5.11.1 Press Institute of India (PII)

The PII is a professional body of Indian Newspapers and Journals, set up in 1963. It holds professional workshops and seminars for editorial and managerial personnel at all levels; conducts research into press problems; awards fellowships; arranges an exchange of experience amongst newspapers, and organises the selection of Indian journalists for various foreign scholarships etc. It is a centre for discussion of fundamental problems affecting the Indian Press. It publishes books relating to the mass media and a bi-monthly media journal Vidura. It also publishes DATA-INDIA, a weekly archive of developmental information about India. The PII edits and produces a feature news service on aspects of Indian developments called DEPTH news. There is no individual membership. Newspapers, periodicals and house journals in India qualify for membership which is a corporate.
In 1990, another professional organisation, Research Institute for Newspaper Development (RIND), was merged with PII. It provides information necessary about the press in India through its monthly bulletin RIND survey.

5.11.2 Indian Institute of Mass Communication

The Indian Institute of Mass Communication is a centre for advanced training and research in communication. It is an autonomous society, receiving grant-in-aid from the Ministry of Information and Broadcasting. The Institute maintains close liaison with professional organisations as also with other centres of learning.

The major focus of the Institute has been on conducting orientation courses for officers of the Indian Information Service, conducting training programmes and communication research, holding seminars and workshops. The Institute's instructional courses cover print journalism, audio-visual aids, radio and television, oral communication, traditional media, advertising, campaign planning, public relation and communication research.

Most of the foreign participants receive scholarships from the Government of India under the International Technical and Economic Cooperation Scheme, the Colombo Plan and under the Special Commonwealth African Assistance Programme. A few are sponsored under the bilateral cultural exchange programme or by the Commonwealth Secretariat.

The Institute offers consultancy services, on request, to the Central and State Government departments, and public sector undertakings, and helps in conducting training and research programmes relating to different media of mass communication.

Check Your Progress 7

Note: i) Answer the following questions in two sentences each.
ii) Compare your answers with the ones given at the end of this unit.

1) Name any three publications of the Press Institute of India.

2) What is the major focus of the IIMC?

3) Name any two specialist training institutions in Journalism and Mass Communication in India.

5.12 LET US SUM UP

After going through this unit, you know that in India two Press Commissions reviewed the status of journalism in the country. The first one was appointed just after independence and was in a way a goodwill gesture by the popular government of free India. Many statutory bodies came out of its recommendations including the Press Council and the office of the Registrar of Newspapers. Several laws were amended and provisions were made for appointment of wage boards from time to time.

When the Janata Government came to power in 1977, it appointed the second Press Commission to review the status of the press but as the Government changed, the composition of the Commission changed too. The report that came out of this
The Press Council was set up in 1966. It was abolished by the Press Council (Repeal) Act 1976 during the Emergency but was recreated in March 1979 by the Press Council Act, 1978. It has no powers to punish. It has been entrusted with the responsibility of building up a code of journalistic conduct over a period of time.

The Government aims to control quality of films through the Central Board of Film Certification. The Prasar Bharati Act provides for a Broadcasting Council which will deal with complaints against the broadcasting organisation. The newspaper publishers and advertisers have joined together to form an Audit Bureau of Circulations Ltd. (ABC) which certifies the net paid circulation of newspapers and periodicals.

There are trade and professional bodies in journalism as well as in advertising and public relations. Their number is growing. All this is indicative of the fact that the media are powerful and affect the various sections of society, in a variety of ways and there is a need to ensure their functioning in accordance with certain accepted norms.

5.13 FURTHER READING

- Annual Reports of the Ministry of Information and Broadcasting, Govt. of India, New Delhi.

5.14 CHECK YOUR PROGRESS: MODEL ANSWERS

Check Your Progress 1

I)

1) i) Appointment of Press Registrar at the Centre and in the States.
   ii) Prescribing the method of assessment of distribution of profits from the industry, including payment of bonus to the employees.
   iii) Making it compulsory for newspapers to publish periodically a statement of ownership and control in the form prescribed.

2) i) The effect of Holding Companies, distribution of advertisements and such other forms of external influence as may have a bearing on the development of healthy journalism.
   ii) The working of monopolies and chains and their effect on the presentation of accurate news and fair views.

3) i) Establishing a Press Council.
   ii) Bringing into existence a State Trading Corporation for dealing in newsprint and for furnishing finances for the operation of the Press Council.
   iii) Defining the powers, privileges and immunities of legislatures.

II) 1-b, 2-c, 3-a.

Check Your Progress 2

1) i) Maintenance of the register containing particulars of all newspapers published in India.
   ii) Verification and checking of circulation claims of newspapers.

2) i) To advise the State Trading Corporation of India and Newsprint Advisory Committee regarding the quantity of newsprint to be imported.
ii) To work out and authorise newsprint entitlement to individual newspapers, according to the Newsprint Allocation Policy through the STC of India.

3) The Office of the Registrar of Newspapers for India was established in July, 1956.

Check Your Progress 3

1) i) To build up a code of conduct for newspapers, news agencies and journalists in accordance with high professional standards.

ii) To concern itself with developments such as concentration or other aspects of ownership of newspapers and news agencies which may effect the independence of the Press.

iii) To conduct an inquiry into any complaint against a newspaper or a news agency that it receives.

2) There are 28 members in the Press Council. The Chairman of the Press Council is nominated by a 3 member committee comprising the Chairman of the Rajya Sabha, Speaker of the Lok Sabha and a person elected by the 28-members of the Press Council.

3) The first Press Council was constituted on July 4, 1966, on the recommendation of the first Press Commission and the National Integration Council.

Check Your Progress 4

1) Justice P.K. Goswami
2) Justice K.M. Mathew
3) 1982
4) 1952
5) Film Certification Appellate Tribunal

Check Your Progress 5

1) The Audit Bureau of Circulation was registered in 1948, with the objective of certifying the net paid circulation of newspapers and periodicals.

2) ‘AINEC’ established in 1940 and ‘Indian and Eastern Newspapers Society’ established in 1939.

3) IENS changed its name to ‘Indian Newspaper Society’ in 1988.

4) ILNA was founded in 1941 and was registered in the year 1970.


6) The AINEC is chiefly concerned with the interests of the editorial section of the newspaper industry.

7) A union in an individual newspaper organisation, whose members include journalists as well as non-journalists is called a ‘Composite Union’. An example is the ‘Hindustan Times Employees Union’.

8) The IUWJ has reservations about the existence of dual membership in AINEC or any composite union. This means that the IUWJ prefers its members not to be members too of AINEC or any composite union. According to the IUWJ, the AINEC represents the views of proprietors/owners of newspaper establishments rather than of editors. AINEC is the voice of employers rather than employees’ trade union. On the other hand, for a long time IUWJ was not convinced that a composite union could remain free of political influence.

9) a) NUJ was established in 1972.
   b) IJU was established in 1990.

Check Your Progress 6

1) AAAI adopted a code of standards of advertising practice which specifies advertising ethics vis-a-vis customers and advertisers both.
2) A person of company has to make an outstanding contribution in the field of advertising or public relations to be awarded the ISA-Khutau Gold Medal.

3) Quarterly journal 'PR Today' is published by ICPRP. Newsletter 'Promotion' is published by AA'AI.

4) 1-d; 2-c; 3-a; 4-e; 5-b.

Check Your Progress 7

1) 'Vidura' — bi-monthly media journal.
   'Data-India' — Weekly archive of developmental information about India
   'Depth News' — feature news service on aspects of Indian development.
   'RIND Survey' — monthly bulletin about the press in India.

2) The major focus of the IIMC has been on conducting orientation courses for officers of the Indian Information Service, conducting training programmes and communication research, holding seminars and workshops.

3) Press Institute of India and Indian Institute of Mass Communication.